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ABSTRACT

The Job Development Program of the Cleveland School District is an alternative program offering guidance and placement assistance to students seeking employment on completion of high school. The program emphasizes: (1) guiding students to make decisions about their career goals, (2) assisting students to develop and maintain basic skills needed for their career choices, and (3) finding jobs for all graduates at the job-entry level. Success of the program stems from the fact there has been an increased commitment of surrounding industries to helping the program achieve its objectives. Other documents in this series are CG 008 165 through CG 008 172 and CG 008 174 through CG 008 176. (Author)

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CASE STUDIES IN PRACTICAL CAREER GUIDANCE
NUMBER 9

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Job Development Program

Cleveland Public Schools

Cleveland, Ohio

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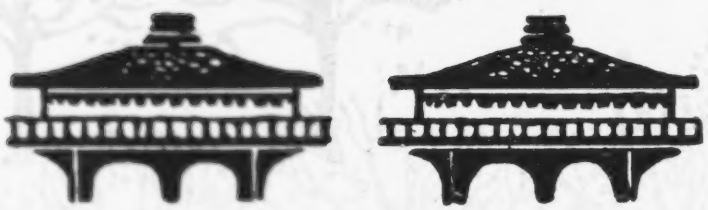

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TECHNICAL REPORT

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NUMBER 9

Job Development Program
Cleveland Public Schools
Cleveland, Ohio

Thelma J. Scott

American Institutes for Research
in the Behavioral Sciences
Palo Alto, California

June 1973

The project reported herein was performed pursuant to a contract from the U.S. Office of Education, Department of Health, Education, and Welfare. The opinions expressed, however, do not necessarily reflect the position or policy of the Office of Education, and no official endorsement by the Office of Education should be inferred.

U.S. Department of

HEALTH, EDUCATION, AND WELFARE

Office of Education

Office of Planning, Budgeting, and Evaluation

This case study is one in a series of thirteen which was produced by the Youth Development Research Program of the American Institutes for Research under contract with the Office of Planning, Budgeting, and Evaluation of the U.S. Office of Education. The purpose of the contract was to examine the practical career guidance, counseling, and placement which is provided to noncollege-bound secondary level students. As part of the effort, programs which are making an illustrative attempt to deal with the needs of noncollege-bound youth were identified and described in case studies. Case studies have been written on the following programs:

1. Baltimore Placement and Follow-up Program
   Baltimore City Public Schools
   Baltimore, Maryland

2. Career Development Center
   Troy High School
   Fullerton, California

3. Career and Educational Planning Program
   Pioneer Senior High School
   San Jose, California

4. Career Guidance Program
   Hood River Valley High School
   Hood River, Oregon

5. Computerized Vocational Information System
   Willowbrook High School
   Villa Park, Illinois

6. Coordinated Vocational and Academic Education
   North Gwinnett High School
   Suwanee, Georgia

7. Developmental Career Guidance Project
   Detroit Public Schools
   Detroit, Michigan

8. Employability Development Team
   Cleveland Public Schools
   Cleveland, Ohio

9. Job Development Program
   Cleveland Public Schools
   Cleveland, Ohio

10. Kimberly Guidance Program
    Kimberly High School
    Kimberly, Idaho

11. Lenawee Vocational-Technical Center and Placement Program
    Adrian, Michigan

12. Occupational Learning Center
    Syracuse City School District
    Syracuse, New York

13. Youth Career Action Program
    San Jose Unified School District
    San Jose, California

Other products of this contract include Practical Career Guidance, Counseling, and Placement for the Noncollege-Bound Student: A Review of the Literature, and the project's final report which is entitled Planning, Structuring, and Evaluating Practical Career Guidance for Integration by Noncollege-Bound Youths. The final report outlines a planning-evaluation model which program personnel may use in developing local career guidance counseling and placement services.

JOB DEVELOPMENT PROGRAM
CLEVELAND PUBLIC SCHOOLS
CLEVELAND, OHIO

Abstract

The Job Development Program of the Cleveland School District is an alternative program offering guidance and placement assistance to students seeking employment on completion of high school. The program emphasizes: (1) guiding students to make decisions about their career goals, (2) assisting students to develop and maintain basic skills needed for their career choices, and (3) finding jobs for all graduates at the job-entry level. Success of the program stems from the fact that there has been an increased commitment of surrounding industries to helping the program achieve its objectives.

JOB DEVELOPMENT PROGRAM

The Job Development Program has really helped me by giving me guidance to different approaches to achieving my goals when I graduate. The counselors have been working very close with me in trying to find me a job when I graduate.

--Susan

Introduction

Susan wants to become a secretary when she graduates. Like many other fellow students, Susan takes classes in block sequences in the secretarial field. Her courses for this semester are clerical typing, marketing, the typing pool, and bookkeeping. After attending these classes in the morning, Susan then attends her regular course required for graduation, such as English and history.

Although Susan does not have classes related to the Job Development Program per se, she participates in many of the activities that the program sponsors. She has gone on several field trips to business corporations in Cleveland, participated in simulated interviews with fellow students, met many representatives from Cleveland industries to discuss job requirements and opportunities, and is looking forward to participating in the Job Center during the spring semester.

Although Susan has little spare time, she spends much of it in the center where the Job Development Program is housed. She talks with the counselors and peruses job catalogs or materials on different jobs.

The Job Development Program in the Cleveland School District started in 1967 under Title I of the Elementary and Secondary Education Act (ESEA). The program emphasizes working with the noncollege-bound seniors attending five inner city high schools. All of these high schools qualify under the poverty index. The objective of the program is to find jobs for seniors at the job-entry level when they graudate from high school.

The program employs one certified school counselor as a job counselor in each of the five schools. There is also a job adviser in each school. The job adviser is a paraprofessional who has some industrial experience. The job adviser must be able to gain the confidence of the seniors. Principal ac-

activities of the job counselor and job adviser are making contacts with companies and institutions for possible job openings for graduating seniors. There is also a full-time clerk for the program in each school.

Seniors in each of the participating high schools are exposed to a variety of job-related activities such as providing information about their post-graduation plans on senior information forms, job preparation classes, films used for particular subjects, simulated interviews, discussions with guests from various industries, and field trips to industries. Near the end of the school year, job centers are set up at each of the high schools at which time many seniors have interviews with representatives from companies and industries. Prospective employees at this time are given further interview appointments.

The Job Development Program places approximately 95% of the participating students. The program has been beneficial for the students because their practice interviews at school gives them confidence when they are called for interviews with companies. Once a student has had an initial company interview at school, he is ready for an additional or final interview with a company outside the school.

Origins of the Project

The need to implement the Job Development Program in the Cleveland high schools was evident when the program started. The city had recently suffered riots, and concerned citizens had called a new superintendent to institute needed school reforms. It is estimated at the outset that only 25% of seniors in the inner city schools got jobs after graduation. The goal of the program was therefore that all seniors would get jobs on graduation in the hopes that this goal would not only be an incentive for students to graduate but also reverse the disenchantment of the community with its schools. The Superintendent of the Cleveland School District recognized the need for obtaining jobs for graduates and placed the program so that the program's staff reported directly to him. Students' needs were assessed, and it was discovered that many graduating seniors were ill-prepared for company interviews, knew little about the world of work, and were apprehensive about seeking and undergoing job interviews.

The Job Development Program was modeled on college placement procedures wherever possible. Many representatives from Cleveland's businesses and industries participate in year-round activities that expose seniors to the world of work.

The program was first funded in 1966 with federal funding under Title I of the ESEA Act and is now financed by the Ohio State Department of Education.

Project Development

The project manager, a job adviser from each of the five inner city high schools, and a certified counselor from each of those schools who has been designated as a job counselor to work with the Job Development Program have the major responsibility for carrying out the goals of the program. The job advisers have primary responsibility for developing jobs and for keeping in close contact with potential employers and the students' homes. The job counselors in conjuction with the job adviser help interested and qualified students match themselves with available jobs, while the project manager has overall responsibility for coordinating the program.

From the program's inception, an orientation was offered counselors to acquaint them with the world of business. Counselors were oriented to the world of work thorugh lecture by business representatives and tours of local companies and work experiences. However, limited funds caused the orientation section of the staff's training program to be terminated. For the seven years of the Job Development Program's existence, business contributions to the program have increased steadily. Commitment of local businesses has been demonstrated by the instructional materials, tours of businesses and industries for students, and active and positive participation in Job Center Days that they provide the program as needed.

Because of the relocation of many businesses away from the inner city, inner city students participating in the program face some transportation difficulties. Some June graduates are not placed until the fall because of these conditions; however, continual staff commitment and job development efforts have consistently turned up new resources and new prospective employers are constantly being contacted. This commitment has in some cases developed a greater mobility among graduates so that distance has become a challenge rather than a barrier.

Current Status of the Project

Target Population and Setting

All students participating in the Job Development Program are high school youths of the senior class in the five inner city schools. These five schools are those with the highest percentage of youth from welfare families. Some 99% of students in the five schools are Black and all of the 580 students in the program are Black. The majority (90%) of the 580 students come from families of low socioeconomic status with annual incomes of less than $6,000. The remaining 10% come from families of middle socioeconomic status, with annual incomes of between $6,000 and $15,000.

Since the program's goal is to find jobs for students immediately on completion of high school, students participating in the program are considered noncollege-bound. All students in the program are expected to take full-time jobs after graduation.

The neighborhoods in which the participating schools are located are typical large city ghettos with abandoned factories, public housing, tenements, and burned out buildings. The program operates in an area of high rates of both crime and unemployment. There are some large manufacturing facilities in the area such as steel mills, machine shops, and automotive suppliers; however, many businesses have recently moved to the suburbs. But some of the cooperating high schools are still close to the main business section of Cleveland.

Goals and Objectives

The Job Development Program's goal is to assist inner city high school students in finding gainful, full-time employment after graduation. Although there are no explicitly stated objectives, except the overall goal, the program offers students a diverse number of innovative year-round activities that expose students to the world of work. The program offers (1) job development and placement services, (2) instruction in seeking and getting a job, (3) orientation to the world of work (tours of local companies and guest speakers), (4) vocational counseling, (5) referral to educational and training opportunities when needed, and (6) interviews with businesses in the immediate and surrounding areas. Through these activities, the program encourages seniors to stay in school and earn their high school diplomas before going to work. The program also attempts to ensure that each student possesses the job skills he will need to obtain the employment he wants.

Counselors help the program's students become: (1) less fearful in job interviews, (2) more aware of their own strengths and weaknesses, (3) more informed on job seeking techniques and practices, (4) more knowledgable about the obligations and responsibilities of employment, (5) better acquainted with the world of work, and (6) more positive in attitude toward employment.

Project Staff

There are five fully credentialed counselors employed by the Job Development Program. All of the counselors received general training in the area of counseling before joining the program but not in the area of career guidance. However, there was an initial training program in which counselors participated to acquaint them with the world of business. Advisers and counselors use an occupational information program guide to facilitiate necessary activities and lessons to carry out the program's goal.

Counselors work full time in the program--approximately thirty hours per week. Some 33% of the counselor's time is devoted to individual student counseling. Group counseling takes up about 12% of their time. An additional 35% of their time is devoted to such tasks as consulting with other educational personnel, serving in community liaison roles, planning and evaluating program activities, and administrative duties. The remaining 20% of the counselors' time is devoted to identifying students' eligibility for job placement.

There are also five paraprofessionals employed by the program who do not possess credentials or licenses. These paraprofessionals, holding the job title of advisers, have had prior job experience in fields other than education. In-service training is provided for the advisers; however, such training does not allow the job advisers to advance on a career ladder. Approximately 50% of the advisers' time is devoted to serving in community liaison roles, specifically making contacts with representatives from local businesses, industries, and vocational and technical schools. Contact is made by on-site visits of advisers and counselors to many businesses and industries to discuss the goals of the project, as well as by telephone. Some 20% of advisers' time is devoted to performing administrative duties in support of program counselors. The remaining 30% of the job advisers' time is devoted to direct work with students outside the classroom on either a formal or informal basis and to assisting program counselors in working directly with students.

Both program counselors and job advisers must be committed to working with disadvantaged, inner city high school students. Recognition of and effective

work with these students' needs and abilities is a prime requirement of all program employees.

Facilities, Materials, and Support

The Job Development Program has its headquarters at the Board of Education Building in Cleveland and its own centers at each of five inner city high schools. Many students refer to a school's center as the "job placement center."

A vital function of the program is to obtain commitments from local businesses and industries to participate in program-related activities. The Job Development Program has such supportive services as an advisory board of fifteen members composed of a cross section of local employers from banking, government, hospitals, industry, retail stores, and utilities. The Manpower Planning and Development Commission of the Cleveland Welfare Federation has also been active in assisting project planning and implementation efforts.

Employer representatives have given excellent support to the program by conducting employment instruction classes for students. Recent graduates also participate in a Speaker Corps, through which they acquaint current students with the progress that graduates have made within companies.

More than 300 groups such as businesses, industries, the U.S. Employment Service, the Industrial Personnel Managers' Association and the Cleveland Growth Board of the Chamber of Commerce are cooperating with the program. They provide materials, speakers, and tours of plants, as well as participate in Job Centers and employ graduates.

Student Activities

A student need assessment is performed as an initial step in the Job Development Program. All students complete a senior information form, which provides counselors and advisers with information on students' postgraduate plans. The form enables counselors to determine which students are job-bound; their employment history, their major course work, and interest areas. Counselors work individually with students in discussing job opportunities and requirements and in motivating students to achieve in school and upgrade their skills as appropirate to their aspirations. Students enroll in job preparation classes that feature guest speakers and visiting representatives from industries and use a special curriculum guide of the Cleveland Public Schools. Counselors and advisers also use a guidebook called "Occupational Information Program."

Lessons are contained in this guide book and are presented in a sufficiently flexible manner to meet the needs of the program staff, students, and school situations.

Students are exposed to a variety of job-related materials at the Job Placement Centers. Various topics are covered in job preparation classes with the use of filmstrips and films provided by participating schools and community resources. Job openings are sought throughout the year by program advisers and counselors. Once the available jobs are recorded, the job advisers match job openings and students (according to information from senior information forms and individual counseling) and arrange interviews.

Special Factors

The program staff members and students engage in realistic and concrete relationships to achieve the program's goals. Many counselors and advisers have repeatedly stated that dissemination of job information to students cannot begin unless a healthy environment (one showing concern, strong commitment, knowledge of student needs) is produced.

In the beginning of this program, a highly respected personnel manager launched the program and secured the cooperation of business. Such work has subsequently been carried out by an equally respected member of the personnel management community; such a director is needed in a program like this one. The program has received full and continued support of the Superintendent and the business community since its inception. Some teachers at the school sites have a "show me" attitude; thus, program staff members work exceptionally hard to be effective. Some teachers also believe that job preparation is not their responsibility. Because of this attitude, paraprofessionals are needed to bring work experiences into the school.

Monthly reports are submitted to administrative personnel, including the job placement, job title, and starting date for all participating seniors. The monthly reports provide important accountability information on senior progresss not only for the program, but also for the Cleveland School District's Board of Education. Periodic reports are also made to the city-wide nonschool committees such as the Businessmen's International Committee and the Manpower Planning Commission. There is also constant communication with the Technical Advisory Board. Although extensive evaluation is a standard procedure followed by many programs, it requires money, and the Job Development Programs's funds have been drastically reduced over the past few years.

Thus, the type of evaluation that the program's staff would like to undertake is not feasible at the present time. A follow-up is conducted with all graduates of the program in October following graduation in June and reported to the State Department of Education. Under the direction of the Division of Research and Development, a proposed systematic follow-up procedure is being developed. This will combine or consolidate a number of follow-up procedures now in use by a number of divisions within the school district. This system will also provide a continuum for follow-up over a period of five years.

Broad Impact and Evaluation

There has been a favorable impact of the program on the regular school staff members. Several students stated that more teachers seem to be participating in presenting or supporting program-related activities. The large number of inquiries that have been received from different districts bears this out.

Since the program's inception, staff member have collected pertinent data based on the program's goal. The data collected focus on the number of seniors placed on jobs following graduation. Staff members of each cooperating school turn in monthly and yearly reports to the project's headquarters at the Board of Education. The project manager, in turn, makes a final report to the Superintendent based on the following criteria:

1. Number of students having interviews
2. Number of students receiving jobs
3. Students' job titles
4. Employers
5. Starting salaries.

Students have been placed in a variety of jobs over the past six years, including (1) clerical occupations, (2) service occupations, (3) skilled and manual occupations, and (4) sales occupations. According to students' interests and needs, some work experience is provided before graduation; however, emphasis is placed on obtaining employment relevant to students' needs once they graduate from high school.

In January 1973, a six-year evaluation study was conducted on potential earnings of the graduates of the five inner city high schools participating in the Job Development Program. The efforts of the project manager, counselors, and advisers resulted in collections and recording of the necessary data. The evaluation is recorded in terms of dollars; that is, on the basis of the

data collected using the above-mentioned criteria, the reported potential earnings were $81,603,900 over a six-year period. The potential earnings are the product of the average yearly wages ($4,200) of the 5,393 students employed and the man-years of employment (19,425.5).

Further evaluation of the program by the Division of Educational Research of the Cleveland Board of Education found that only 18% of the graduating seniors placed in 1969 were no longer employed.

Reports of the project manager indicate that an average of $81 per graduate was spent in getting seniors employed. This figure is based on the fact that 5,393 graduates were placed in jobs over the six years and that total state and federal expenditures on the Job Development Program from its inception in September 1966 to July 1972 were $434,199. According to a report of the Cleveland School Board of Education, the cost of the program compared with the earnings of the graduates has amounted to approximately 6%. "This does not, of course, take into account the plus factor of taking this group off the relief rolls and making them self-supporting," the report states. "Perhaps the biggest factor is giving them [the graduates] self-respect." The Job Development Program also indicates that 95% of inner city high school graduates requiring full-time employment have obtained full-time employment. Students who have graduated and have been placed on jobs may return at any time for assistance, if they want a different job.

In August 1972, the Division of Research and Development of the Cleveland Public Schools reported that the Job Development Program placed 95% of the June 1972 graduates participating in the project. Other key findings were: (1) 31 companies participated in the Job Centers, enabling 663 seniors to be interviewed on an average of three times each; (2) 1.35 second interviews per senior were generated by the initial Job Center interviews; (3) communication and math skills were weaknesses of the graduates as indicated by employer-representative interview records; (4) approximately 520 students were taken on field trips to observe possible employment sites; and (5) the success of the Job Development Program has been nationally recognized and has generated requests for information from many communities.

Future of the Project

In the past, limited funds have prevented follow-up services on graduates placed on jobs. At present, a pilot study is being conducted in one of the participating high schools. The counselors and advisers are making

continuous contacts with graduates placed on jobs and their employers. Employers make periodic evaluations of their employees and report them to the program. These follow-up services will inevitably provide continued counseling to new employees and insight into improving the placement program.

The program is moving in the direction of adequately preparing graudates with needed math and communication skills. This movement grew out of the employer-representative records citing the graduates' weaknesses. Recommendations were also made by the research division of the Cleveland Board of Education. The five cooperating schools are now reexaming their instructional program in the areas of basic skills.

Although the program is operating in five inner city high schools, near future plans are to integrate the program into all city high schools. However, one critical factor is the job shortage. Many industries have moved away from the central city and the sluggish economy is only now beginning to pick up in the Cleveland area. The demand for labor will probably lag for many years, causing even a greater number of unemployed workers to turn to public assistance.

Conclusions

One of the key findings from the evaluation of the Cleveland School Board's Research Division was the effectiveness of the Job Development Program in terms of national recognition. Its effectiveness is emphasized by the fact that it was used as a model for a "Schools-to-Industry Placement Program" replicated by the Office of Economic Opportunity. Subsequent publicity has resulted in requests for information about the program from the following communities:

Little Rock, Arkansas*	Columbus, Ohio*
Oakland, California	Dayton, Ohio
Atlanta, Georgia*	Toledo, Ohio
Valdosta, Georgia	Pittsburgh, Pennsylvania*
Clio, Michigan	Province of New Brunswick
Flint, Michigan*	Austin, Texas
Minneapolis, Minnesota*	Houston, Texas
Albany, New York	Washington, D.C.*
New Bern, North Carolina	Hamlin, West Virginia

A review of the five-year summary of placements for the Cleveland Job Development Program indicates that the participating schools can be proud

*Representatives of these communities visited the program.

of the training and employment opportunities they have provided inner city high school students.

The effectiveness of the program was made most apparent by interviews with students. Some 90% of students interviewed reported that the program's activities had helped them become more aware of the opportunities in the job market. Many students are confident that the counselors and advisers are working hard to secure jobs after high school. Several students cited personal abilities that they had developed through exposure to job preparation activities. They also emphasized that they were not aware of these abilities before entering the program.

In essence, the goal and purposes of the Job Development Program seem to be consistently perceived by community representatives, students, school staff, and administrators interviewed. Many interviewees felt that the program's approach to achieving its purposes was precise. The need for enhancing confidence and developing better or positive attitudes among inner city high school students in regard to interviews was acknowledged by all community representatives and program staff members.

The enthusiasm for the program manifested among the program's staff and community representatives has had a strong impact not only on the students, but also on other school staff not directly engaged in the program. Enthusiasm and concern on the part of the program staff were cited as vital assets to achieving the program's goal. For example, several students reported that the counselors and job advisers "really seemed concerned to help us find jobs when we graduate."

A common statement made was that the school board and especially the Superintendent of the Cleveland School District supported the program totally. Interviewees believe that the Superintendent's enthusiastic support and strong commitment to providing avenues to the world of work for inner city high school students have had favorable impacts on participating schools and industries.

The counselors and job advisers agree that many students have been helped by the program. For example, one of the counselors reported that students' attitudes toward interviews had changed considerably. Many of her students felt more at ease with interviewers after they participated in several of simulated interviews and other program-related activities. Several counselors cited incidents in which the program was particularly effective with students

who had anticipated dropping out of school before graduation. Many felt that the program was an incentive for the potential dropout to remain for graduation.

AIR representatives were not able to interview all program staff members of the five participating high schools. However, it was evident that the Program Director and those of his staff who were interviewed were representative and that they certainly were high quality personnel. AIR was highly impressed with the technical knowledge and involvement of the counselors. The para-professionals or job advisers were particularly impressive. The job advisers seem to be aware of many of the students' needs and become deeply involved in reaching the program's goal.

The majority of those interviewed voiced concern over the present job market. They realize that many industries are moving away from the central area where the program is operating, which will cause difficulty in placing future high school graduates. At the same time, however, it was recognized that the program has helped many students gain self-respect and develop and maintain skills need for jobs.

Transportability

The Job Development Program is highly transportable. Inquiry from the Office of Economic Opportunity (cited previously) has resulted in replication of the program in at least four cities: Atlanta, Pittsburgh, Minneapolis, and Washington, D.C. The program has sent all of its materials to 36 districts. The "Job Center Information Booklet," "Occupational Information Program," and the "Developing a Cook Book" are materials that have been developed in Cleveland and have proved useful in replicating the program in other school districts. AIR was favorably impressed with the response received from students on the question of transportability. All students felt that the program could definitely serve students not only in inner city schools but also in other environments. They believed potential dropouts, students from low income families, and students interested in receiving jobs after graduation could benefit from the program. (This was a general consensus of all interviewees.) Thus, there is convincing evidence that the Job Development Program is working successfully.

The evidence suggests how important it is that a program of this nature be implemented in other districts. At the same time, continuing improvement of the program's purposes and procedures is necessary. To replicate a program

of this nature, changing job trends in the prospective communities must be clearly considered if the goal of finding all graduates jobs is to be an achievable one. Extensive training in the area of public contact techniques for counselors and advisers should be provided to ensure a sound basis for coping with present and future conditions of the world of work and its ever-changing status.

PROGRAM OUTLINE

Goal:	To assist inner city high school students in finding gainful, full-time employment after graduation.
Students Served:	Approximately 580 Black students of senior status in five inner city high schools of the Cleveland School District. All of these students are considered noncollege-bound. The length of time students spend with the program staff is based on the student's needs.
Staff:	The Job Development Program consists of one project manager, with a certified counselor, and a job adviser (paraprofessional) additionally employed at each of the five participating high schools.
Funding Source:	The project was first funded (1966) with federal funding under Title I of the Elementary and Secondary Act. It is now funded by the Ohio State Department of Education.
Materials, Facilities, and Support:	The Job Development Program occupies space in each of the five schools to house job information materials, student records, and counseling sessions. The office is referred to as the Job Placement Center. Senior information forms are produced for counselors' use in obtaining information on students' backgrounds. Audio-visual materials are used to help present information on the world of work to students. Support of the program comes from a high percentage of surrounding business and industries that are willing to participate in program-related activities.
Student Activities:	Instructions in seeking and obtaining jobs, tours of local companies and guest speakers, vocational counseling, referrals to educational and training opportunities, and interviews with businesses in the surrounding areas.

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Available References:

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